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CITY OF TORONTO
DEPARTMENT OF PARKS & RECREATION

ALLAN GARDENS

REVITALIZATION PROGRAMME

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Preliminary Report

ALLAN GARDENS

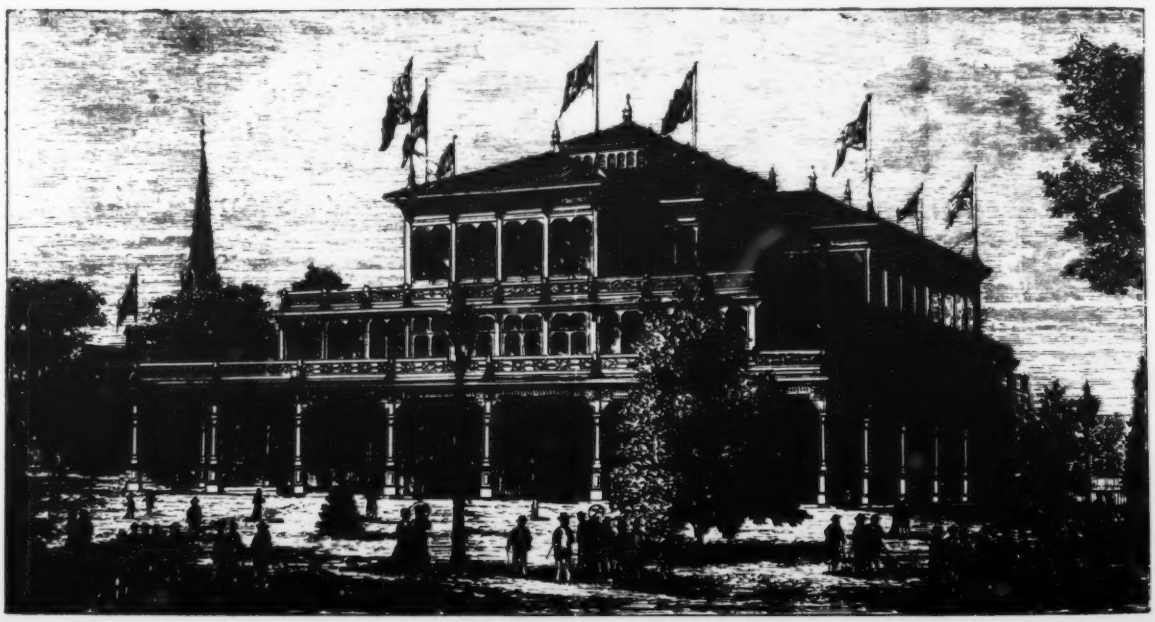
Revitalization Programme

Report to the Neighbourhoods Committee

City of Toronto
Department of Parks and Recreation

Herb Pirk, Commissioner

June, 1986



HORTICULTURAL SOCIETY'S PAVILION, TORONTO.

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1.0 Introduction and Summary

Allan Gardens is known for its large open space and botanical conservatory in the heart of Toronto's Central Area. Approximately 100,000 people visit the conservatory every year and countless others use the park. Officially opened in 1860, the park has grown to nearly 13 acres in size, bounded by Carlton, Sherbourne, Gerrard and Jarvis Streets. The present Palm House, built in 1902, and subsequent wings have replaced earlier pavilions on the site. Currently, Allan Gardens and the conservatory facilities are in great need of physical improvement and revitalization. The park is also experiencing image problems resulting from the concentration of specific users, largely the homeless and socio-economically disadvantaged users who appear to deter others from the full enjoyment of the park and conservatory.

Improvement of Allan Gardens and the potential renovation and expansion of the conservatory into a multi-use horticultural facility may be one alternative which could provide a much needed boost to the image of the park and surrounding area, as well as significantly add to the increased tourism potential for the Gardens. It is anticipated that such improvements will attract a broad range of users on a daily basis resulting in a safer and more pleasant place to visit.

The Allan Gardens Revitalization Programme represents a unique and important regional and community initiative which is designed to achieve immediate and long term improvements.

The purpose of this report is to inform Council of the problems and opportunities respecting Allan Gardens; provide a broad outline of the Allan Gardens Revitalization Programme; outline the potential sources of funding; outline the process and decision making framework for implementing the programme; obtain Council's support on the broad strategy; and obtain Council's commitment towards the implementation of the improvements for Allan Gardens.

In addition to investigating routine technical matters related to the physical decline of the conservatory and grounds and the needs of users and staff within the facilities, I am recommending that a special and comprehensive planning and feasibility study be undertaken to investigate:

(i) The viability, costs, and appropriateness of developing and operating a world-class conservatory which would include a significant multi-use facility for civic functions, ceremonies, concerts, lectures, displays, conferences, educational classes and other activities which would attract a broad range of users on a daily basis in addition to the conservatory and other horticultural facilities; and

(ii) Methods by which the revitalization of Allan Gardens could be implemented, including investigating the viability of City-initiated fund-raising programmes, potential cost-sharing arrangements from senior levels of government and existing Foundations, potential use of development levies, and the potential for the establishment of an Allan Gardens Horticultural Foundation as a non-profit institution associated with Allan Gardens.

Following the completion of the consulting studies, an area public meeting is proposed to be called. Thereafter, working committee meetings, sanctioned by your Committee, would provide direction and support of the Allan Gardens revitalization plan.

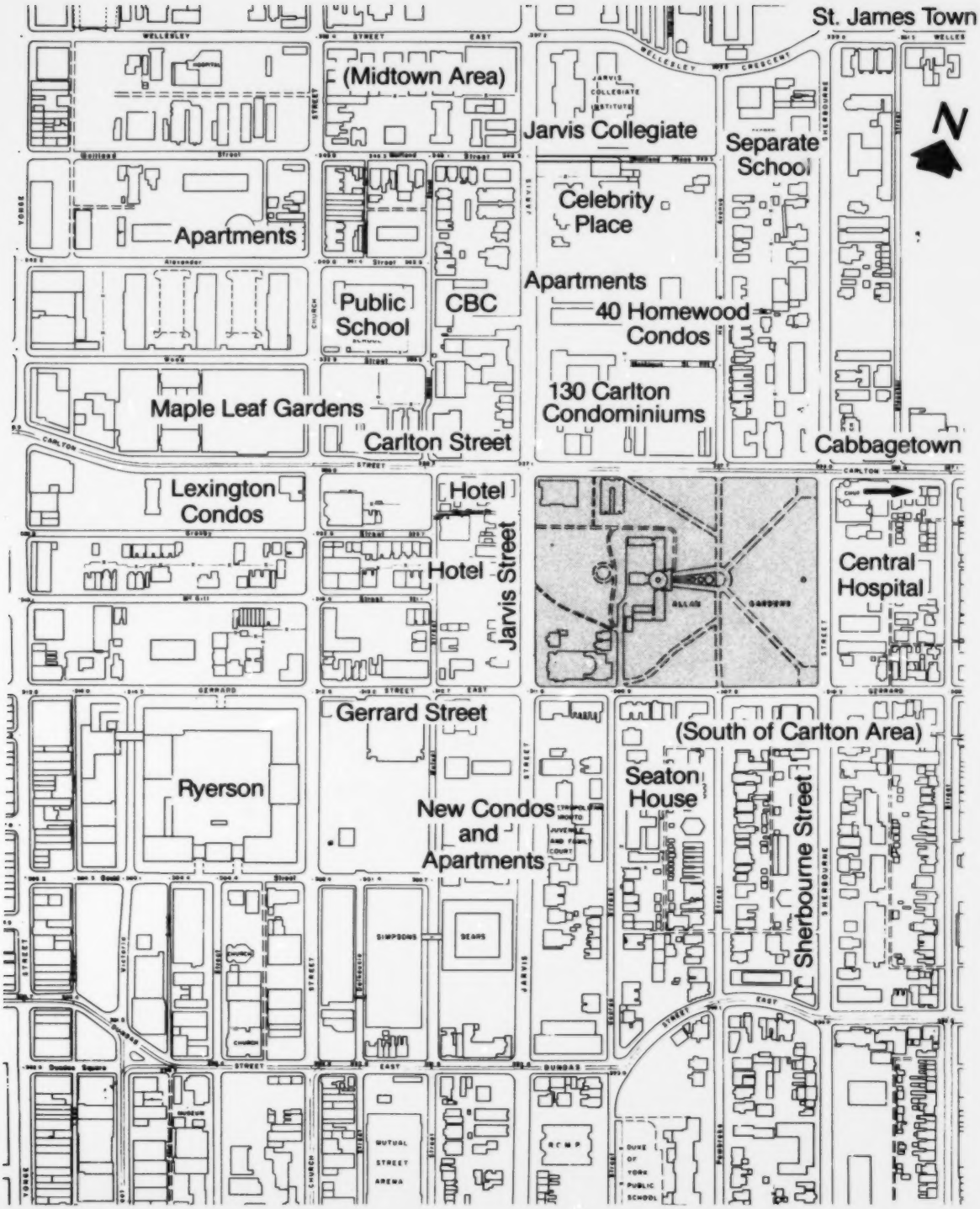
1.1 The Site and Surrounding Area

Allan Gardens is a park comprising 5.214 hectares (approximately 13 acres), of land bounded by Carlton, Sherbourne, Gerrard and Jarvis Streets. The eastern portion of the block, upon which the park is located, is used as open space (refer to map Nos. 1 and 2). The western portion, however, includes the Palm House and associated service yards operated by my Department, an open space along Jarvis Street, and buildings operated by churches at the northwest and southwest corners of the block. Larry's Hideaway, an extremely active night club and hotel facility is located immediately east of St. Andrew's Church on the south side of Carlton Street, adjacant to the park. Horticultural Avenue penetrates the block from Gerrard Street, immediately east of the Jarvis Street Baptist Church and Toronto Baptist Seminary properties. This small street services these church buildings as well as the conservatory facility.

To the east and south of Allan Gardens is the planning area known as "South of Carlton". It is characterized by a predominantly low-rise residential community, accommodating a significant percentage of single person households, many of these being considered chronically unemployed, under-employed, or socially disadvantaged. As well, the area still provides some family accommodation for low to moderate income earners. The area has been under pressure to convert residential buildings into commercial uses, halfway houses, and transient shelters. Seaton House, a major hostel facility accommodating 700 overnight beds is located on George Street, immediately south of Allan Gardens. The gentrification process, familiar to the Cabbagetown area, is also taking place in this area to some extent. Central Hospital is located on the east side of Sherbourne Street, directly opposite the park.

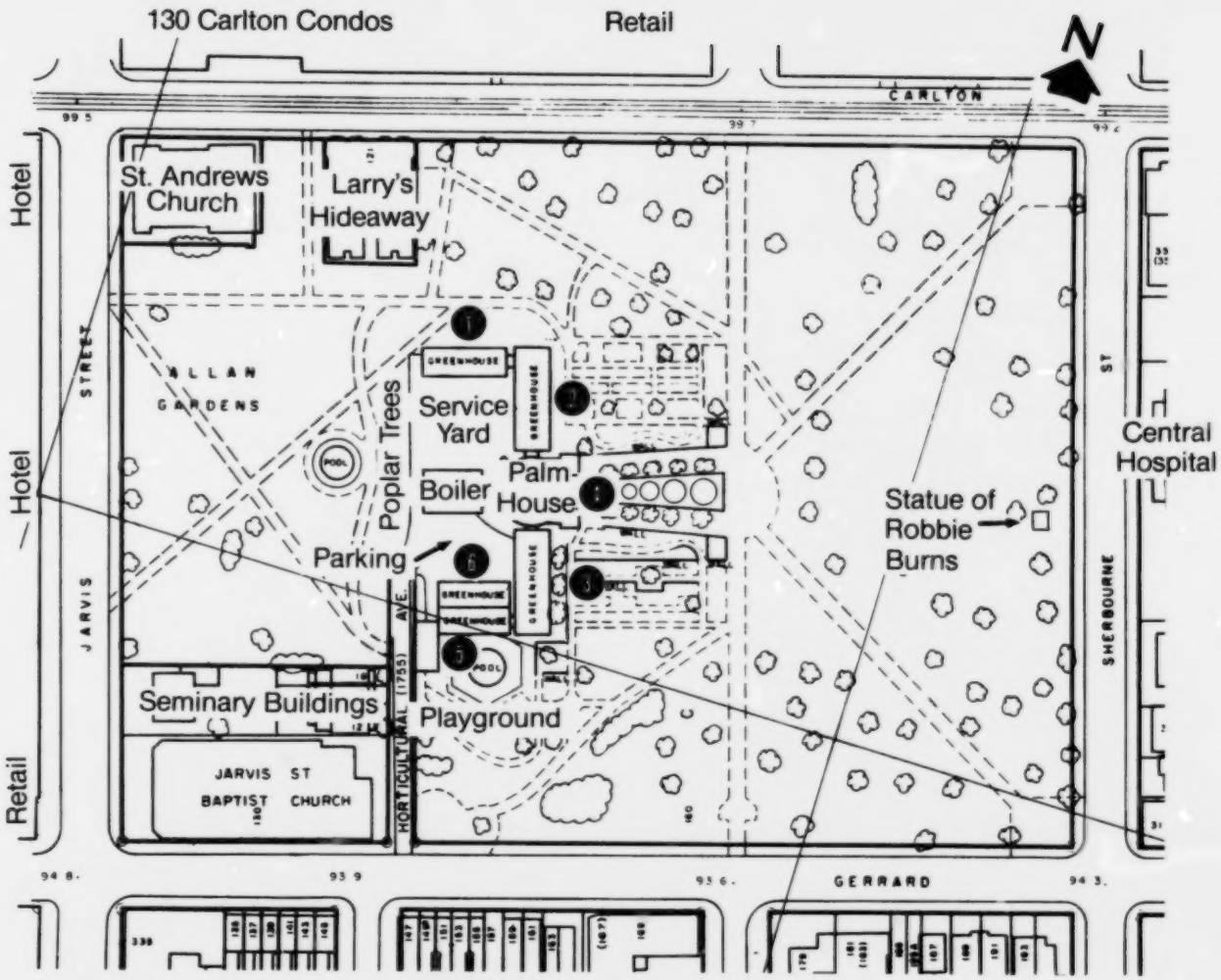
The area immediately to the west and north of Allan Gardens is part of the Midtown Planning Area. It is characterized by medium density mixed commercial and residential uses along Jarvis Street and high density housing in the area north of Carlton Street. Many new luxury condominium projects in the area, such as Celebrity Place, 130 Carlton and other proposed redevelopment projects are beginning to help to change the negative image of the area. The new National Ballet School is proposed to be located in this area as well.

The community at large, surrounding Allan Gardens accommodates a mixed population of potential users of the park. These include office workers, tourists, shoppers, seniors, children, students, residents in houses and apartments, affluent singles and couples residing in luxury condominiums, as well as the poor and the disadvantaged. Occasionally, the extreme diversity in potential users of the park are in conflict with one another.



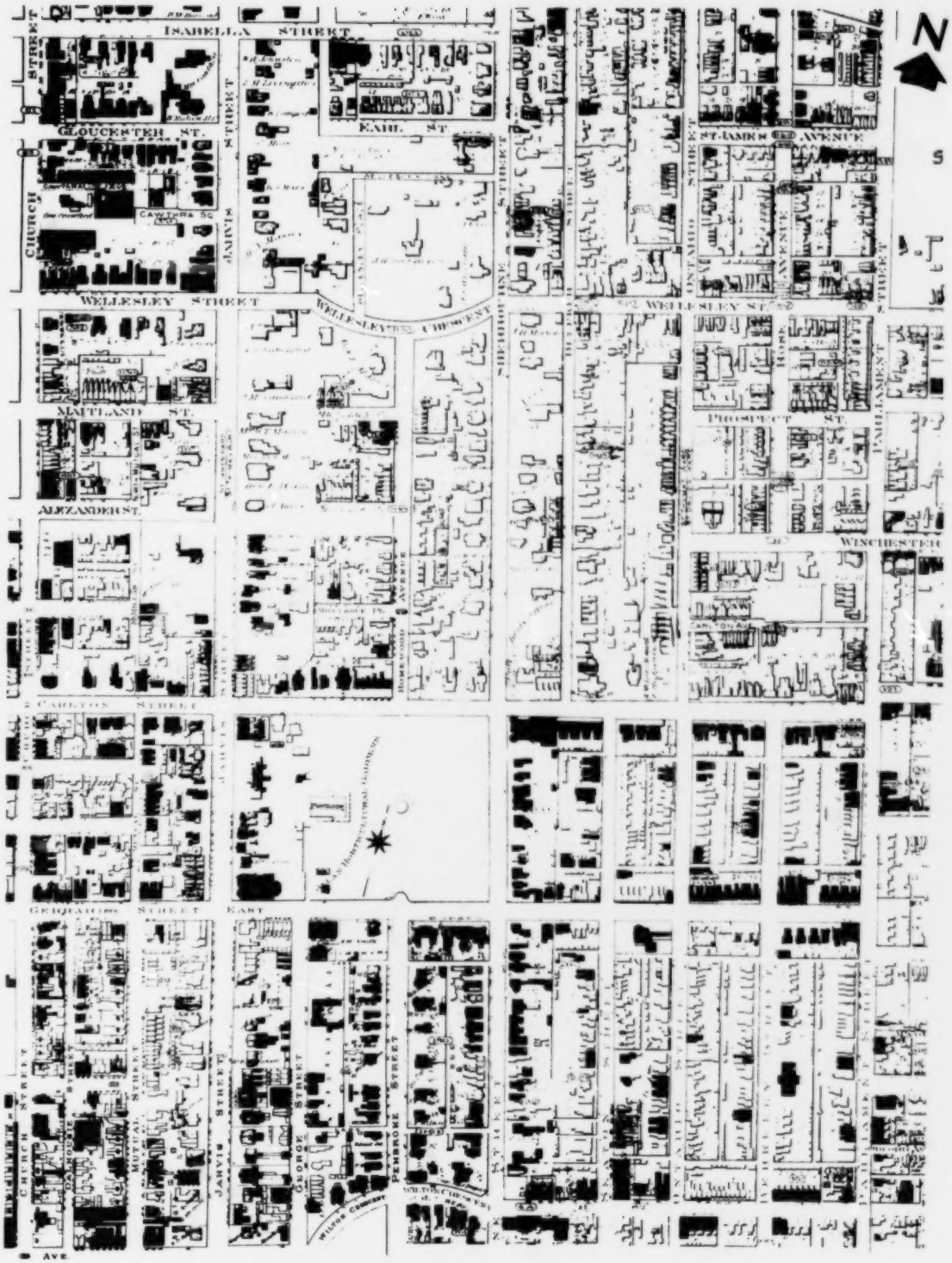
MAP 1

Allan Gardens Context Area



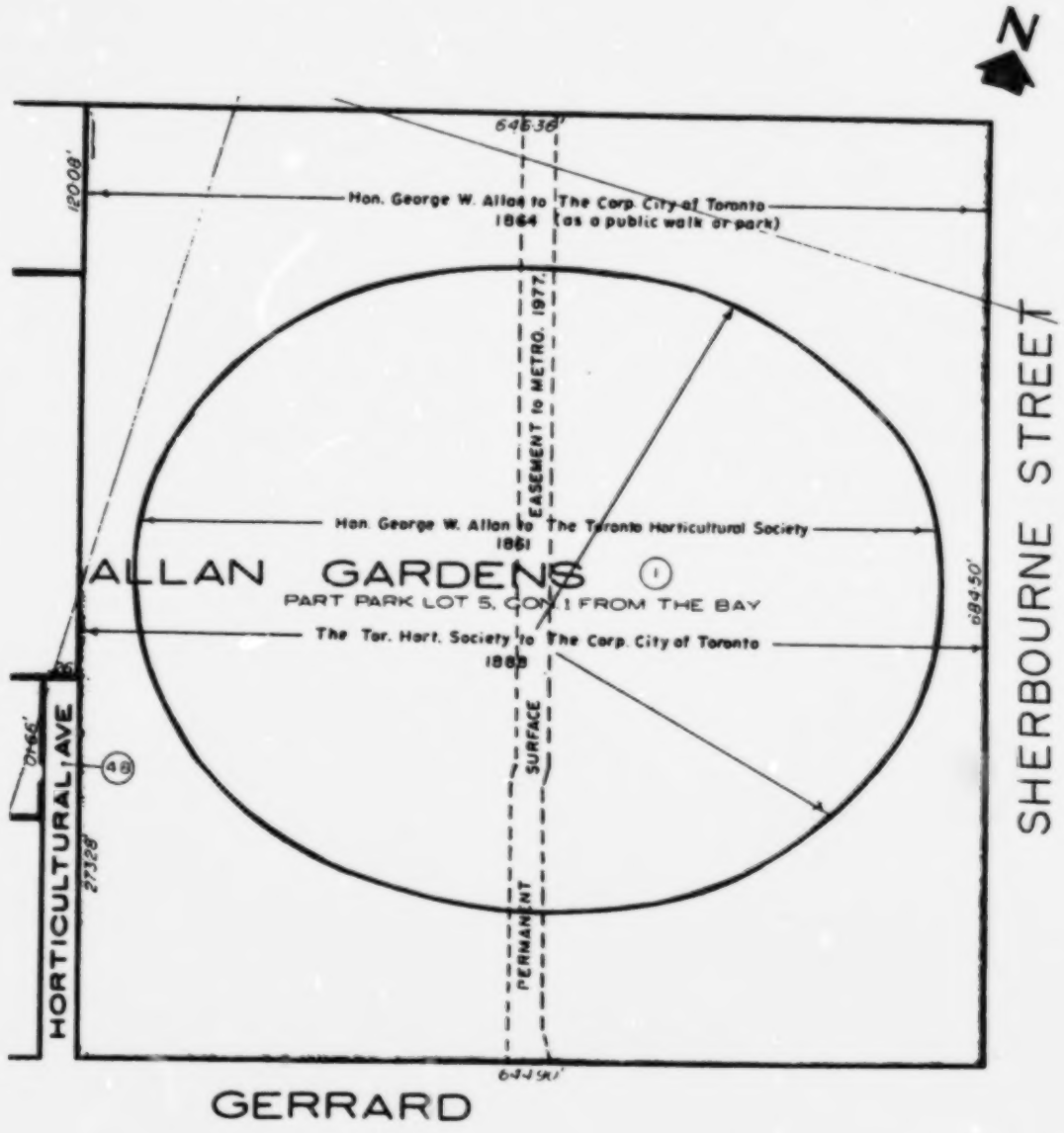
MAP 2

Allan Gardens Site Layout



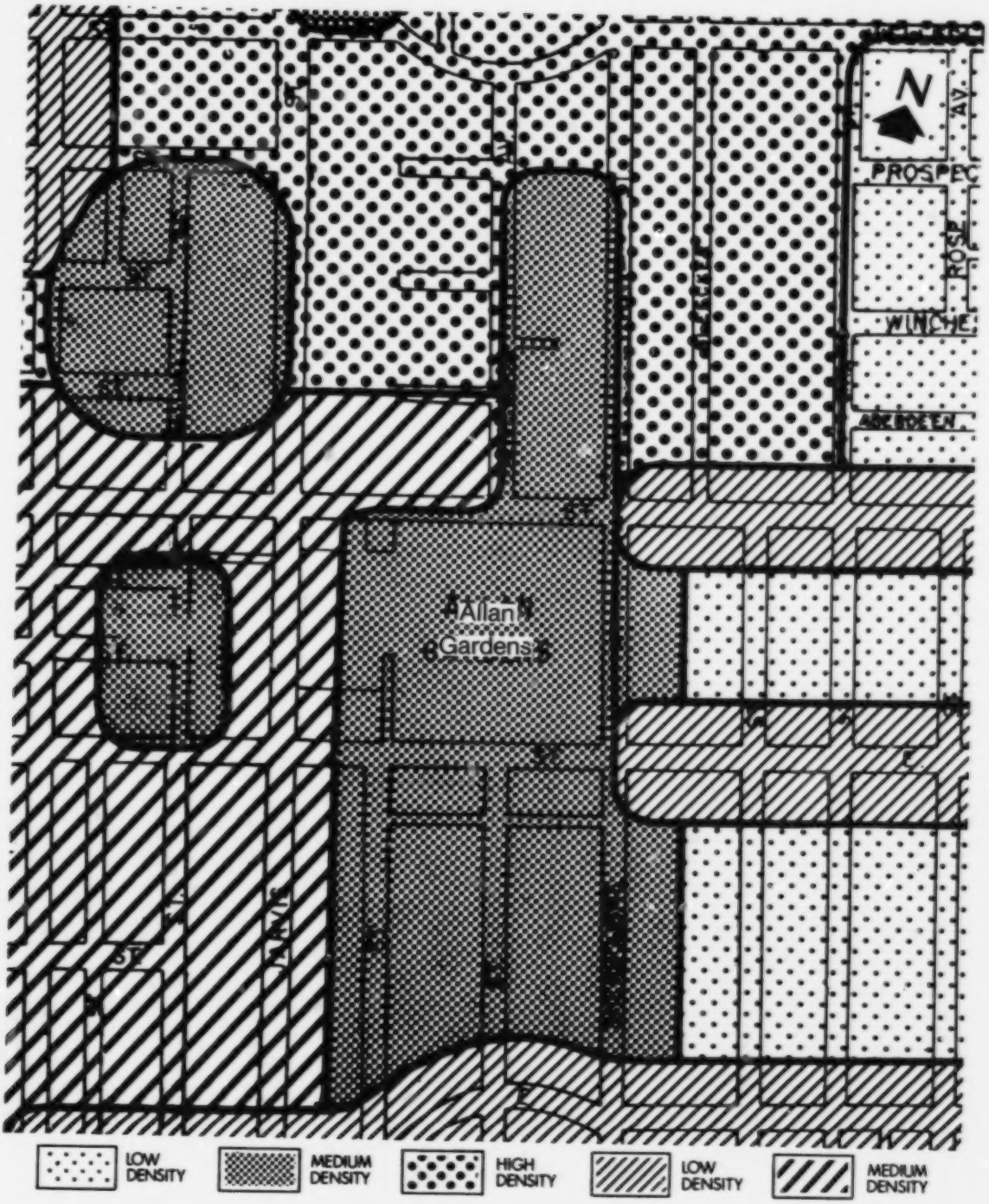
MAP 3

1890 Composite Map of Allan Gardens Source: Goad Atlas



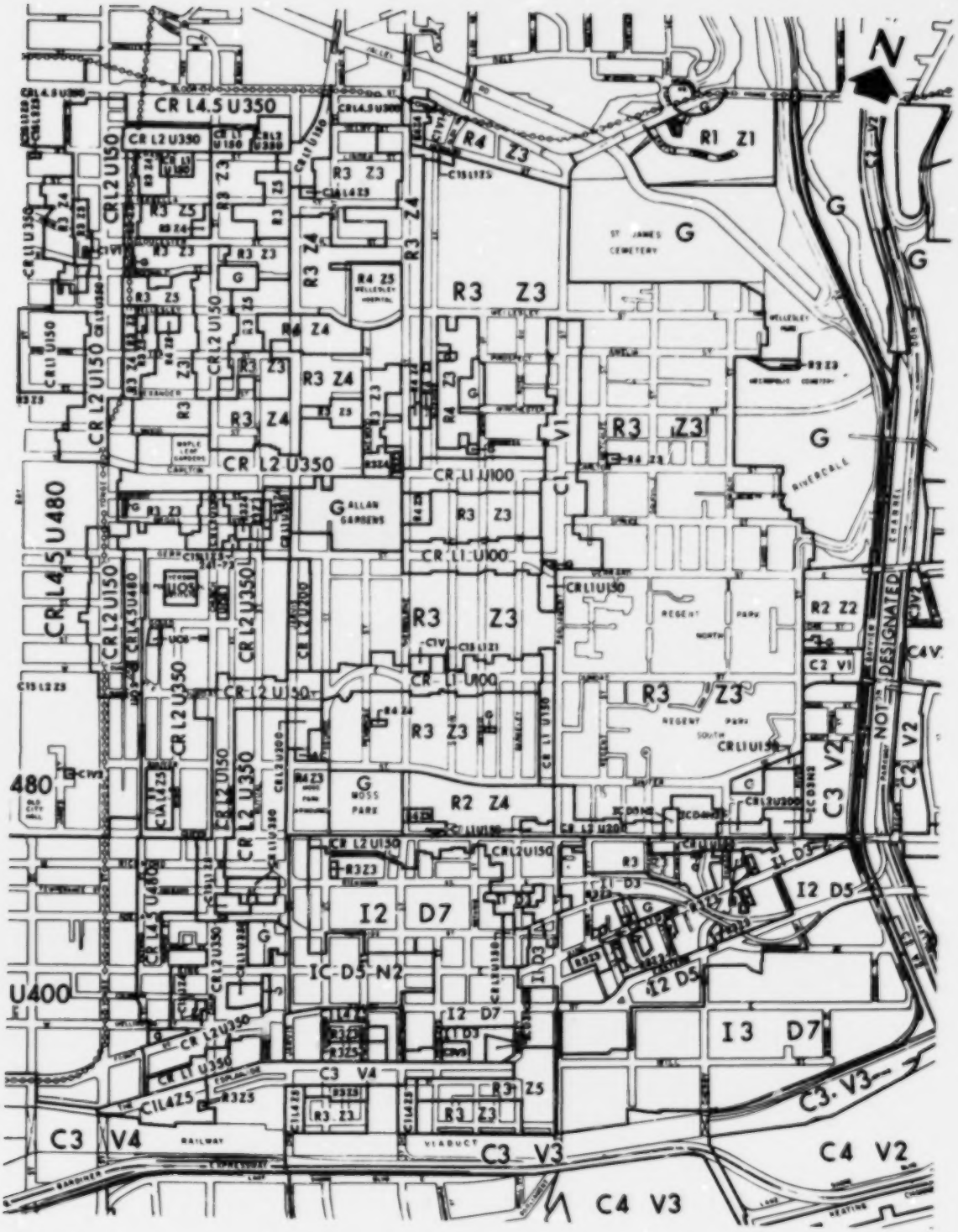
MAP 4

Evolution of Allan Gardens from the 1861 oval-shaped parcel given by the Honourable George William Allan to the Toronto Horticultural Society.



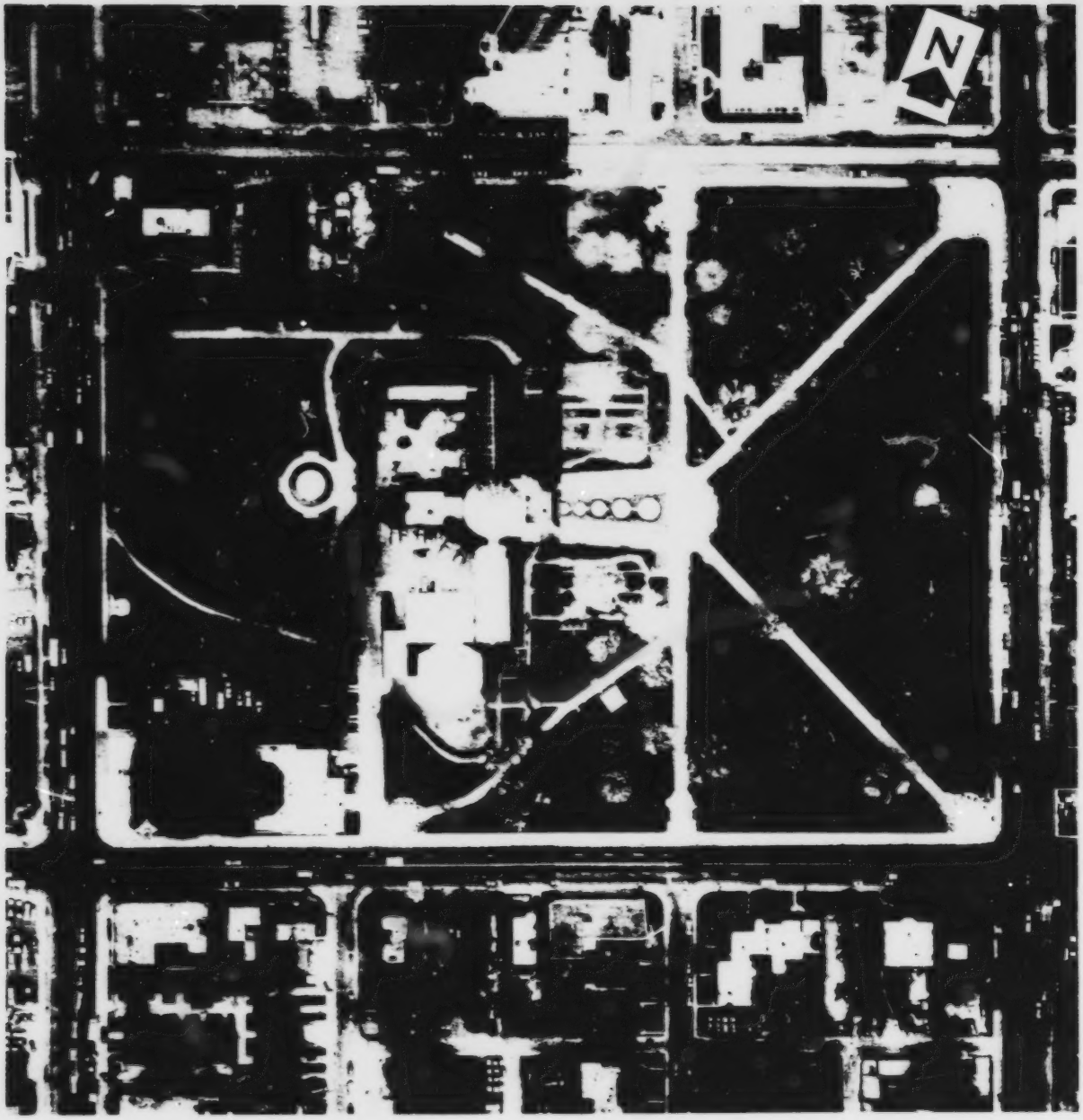
MAP 5

Allan Gardens Official Plan



MAP 6

Allan Gardens Zoning



MAP 7

Allan Gardens Aerial Photo

1.2 History of Allan Gardens

Allan Gardens, originally known as "Horticultural Gardens", was first opened as a Botanical Garden in 1860 upon the occasion of the visit to Toronto of H.R.H. the Prince of Wales. At that time the pavilion was a large structure built of rough hewn logs (see Figure No. 1). In 1879, an exotic pagoda-like structure was opened by the Toronto Horticultural Society to replace the log structure (see Figure No. 2). It was known across Canada as the City's finest 19th century ballroom and concert facility, but it also was used for conventions, flower shows, lectures and other civic events. In 1894, an eating establishment was added to the pavilion. Following a spectacular fire, the present Palm House was built in 1909, designed by the official City Architect, Robert McCallum (see Figure No. 3). Few conservatories of this type have survived in North America. The 1844 Palm House at the Royal Botanic Gardens at Kew, outside London, England and the 1851 Crystal Palace in Hyde Park inspired such bubbles of glass and fine metal tracery as the Haupt Conservatory in the New York Botanical Gardens (built 1902) and McCallum's Palm House at Allan Gardens, which are similar in design.

Allan Gardens was originally conveyed as an oval-shaped parcel of land by the Honourable George William Allan in 1860 (refer to Map No. 3). Subsequent additions to the park were added by the Toronto Horticultural Society, exposing the park to Carlton, Sherbourne and Gerrard Streets. The 1884 and 1890 Goad Atlas of Toronto (see Map No. 4) shows the formal layout of the Allan Horticultural Gardens, much the way the park exists today, with the exception of the area along Jarvis Street, which was occupied by the Toronto Collegiate Insititute (later known as Jarvis Collegiate Institute). The neighbourhood, at the time, boasted grand homes of the upper and upper middle class, including the Masseys, the Gooderhams and the Cawthras. The park and horticultural pavilion were used extensively for social functions, including balls and high teas. In 1901, following the death of Mr. Allan, the Horticultural Society officially renamed the Horticultural Gardens, "Allan Gardens", in honour of his generous contribution to the community. In the following year, the statue of Robert Burns, sculpted by D. W. Stevenson of Edinburgh, Scotland, was presented to the City by the Toronto Burns Monument Committee and placed near Sherbourne Street, reinforcing the formal layout of the park.

However, the fortunes of the neighbourhood had begun to decline following the First World War. By December 21, 1946, the area was described by the Globe and Mail as having "past its prime and stripped of its youthful grandeur.... Bootleggers, prostitutes and dope peddlers have made their headquarters in (the area's) big, old rooming houses and

apartments". With large homes and significantly sized lots being abandoned by its old and respected residents, many institutions purchased properties in the area. The impact of this decline on Allan Gardens had been significant. The park had become a "hang-out" for many of the new residents and visitors to the area. Thus began the development of the negative image that the park currently has.

By 1957, Allan Gardens boasted nearly 13 acres in the heart of the City. New fountains were added and pathways were extended between Jarvis Street and Sherbourne Street. However, since the landscaping changes undertaken in the late 1950's, Allan Gardens has changed very little, with the exception of recently installed pathways from Jarvis Street.

Renewed interest in the area, as well as the Department's own review of the conservatory and grounds, have sparked the investigation of a possible programme for physical improvements and revitalization.

The Palm House was placed on the City's first list of Toronto Historical Buildings in 1973. The intent to designate the Palm House and grounds for architectural and historical reasons was initiated by the Toronto Historical Board, following a request by my Department, and adopted by Council on March 24, 1986.

Following designation, the Ontario Heritage Foundation and the National Historic Sites and Monuments' Board will be approached to designate the historic building and site as being of provincial and national significance.

FIGURE 1

1863 view of Pavillion, Allan Gardens.

FIGURE 2

Allan Gardens (known as "Horticultural Gardens") in 1879, the year the exotic, pagoda-like Pavillion shown here replaced the original log structure. Note the exquisite fountain.

FIGURE 3

Allan Gardens on September 15, 1913. The present Palm House was constructed in 1909 under the direction of City Architect Robert McCallum at a cost of $35,000. Greenhouse extensions were not built yet. A replica of the Allan Gardens' fountain is now located in nearby St. James Park.

FIGURE 4

View of Horticultural Street on November 24, 1913.

1.3 Present Conditions

The existing Allan Gardens conservatory and associated buildings, as shown in Map No. 2, comprise 20,449 sq.ft. (1,900 sq. metres) of floor area on one floor. The conservatory comprises the main historic Palm House (3,550 sq.ft.), two northern greenhouse wings housing the tropical succulents house No. 1 (2,075 sq.ft.) and sub-tropical house No. 2 (3,535 sq.ft.), and three southern greenhouse wings housing greenhouse Nos. 3, 5 and 6 (combined 7,035 sq.ft.). A public washroom facility (420 sq.ft.) and the boiler plant (2,378 sq.ft.) are located immediately to the west of the Palm House (Greenhouse No. 4). The office and staff facilities (1,200 sq.ft.) are located adjacent to Horticultural Avenue to the west of Greenhouses Nos. 5 & 6.

The main entrance to the conservatory is from the east side of the Palm House, facing Sherbourne Street. Often it is difficult for people to find the entrance to the facility, especially those coming from Jarvis Street or other streets leading from the City's core. The major reasons for this problem includes lack of signage to assist in orientation, overgrowth of trees visually blocking the view of the building and building entrances, and the inadequacy of the Palm House doors to read as the major public entrance to the facility.

Circulation for visitors to the facility is extremely inefficient. Handicapped and bus tour access is via a ramped rear entrance leading both to the office and the tropical greenhouse from the parking lot adjacent to Horticultural Avenue, as show in Figure No. 5. The pathways inside the conservatory are extremely narrow and ramps from the Palm House to adjacent greenhouses are dangerously steep for the handicapped and elderly (refer to Figure No. 6). Visitors are also required to turn around at both ends of the facility and re-trace their steps. Circulation is further hampered when shipments of plants are required to be stored in the walkways until they are planted. The facility lacks adequate information facilities, interpretative panels, and refreshment facilities for visitors. A new public washroom, adjacent to the Palm House, is a constant security problem. The facilities are open to the public year round from 10 a.m. - 5 p.m., however, the public washrooms are open in the summer from 10 a.m. - 8 p.m. Since access to the washroom is only from within the Palm House, security and vandalism is a continuous problem, especially since the Palm House and washrooms are unsupervised.

The 16 parking spaces in the parking lot are available to visitors to the conservatory but are also used by staff and some service vehicles (refer to Figure No. 7). No provision for bus parking is made. However, buses are able to drop

tours off using Horticultural Avenue, although manoeuvering is often quite difficult. Mature Poplar trees attempt to screen the parking, service, and storage areas to the west of the conservatory. However, the large trees tend to hide the conservatory, especially the historic dome of the Palm House from Jarvis Street. The parking and storage areas are not well screened by the mature Poplar trees since the leaves begin well above the line of sight of visitors to the park. Rather, the chainlink fence, lower trees and shrubs attempt to screen much of this area from view.

The storage area for soils, waste, and park related equipment and supplies is mainly located in the service yard to the west of the sub-tropical house. See Figures Nos. 8 and 9. Some storage is accommodated beneath the office building. However, storage facilities are inadequate, inefficient and poorly located in relation to work areas and access points to the greenhouses. Office and staff facilities are located adjacent to Horticultural Avenue and share the ramped access for the handicapped from the parking lot. These facilities are also inadequate and inefficient. There are no segregated washroom or locker facilities for the men and women staff members. The lunch room is a small room that also doubles as a mud room and work area. There are no showers for the staff, even though staff members work with the soil and chemicals, and should be provided with separate shower facilites.

A small potting room is located in the Tropical House. However, it is inadequate for the size of the existing conservatory and cannot be properly heated or ventilated since it will affect the rest of the complex (see Figure No. 10). No holding room is provided which causes extreme problems when shipments of plants are to be accommodated or a greenhouse is being repaired or re-organzied.

The entire Boiler Plant, and associated piping systems is a deteriorating facility dating back to 1902. Originally a coal burning facility, the heating plant was eventually converted to oil and in 1981, it was converted to gas. Initial investigations of the boiler suggest that major repair or complete replacement may be necessary in forthcoming years. Heat and ventilation are major problems for the conservatory. Heat registers alongside the walls of the greenhouses fluctuate as much as 15 degrees F. Some registers have boards separating them and the plants. Electrical facilities appear to be at capacity and the fertilization and fumigation methods are inefficient. The glass panels are regularly maintained, but do not have the appropriate qualities to filter out harmful ultraviolet rays and they must be painted to regulate the amount of sun entering the greenhouses. The latter not only is an inefficient and archaic greenhouse technique, but detracts from the look of the facility. The Palm House is

generally in great need of repair and continuous maintenance. It is appropriate to begin renovations to the historic Palm House in order to ensure against further deterioration and to complement the modernization and improvements proposed for the remainder of the facility.

A seldom used wading pool and children's playground, installed in 1961, is located adjacent to Greenhouse No. 5 (see Figure No. 11). The wading pool is supervised in the summer while the playground area remains unsupervised. Both are considered extremely underutilized.

The fountains to the east of the Palm House, constructed in 1956, are in poor condition. The areas around the fountains are heavily landscaped in Juniper Oaks, Pyramid Oaks, Junipers, ornamental shrubs and perennials. According to staff and landscape architects who have visited the site, the landscaping could be dramatically improved in relation to the building and park, and in many cases the vegetation is simply overgrown. Police have also complained that the landscaping is overgrown, hiding much of the undesirable day time and night time activities from their view and surveillance (see Figure Nos. 12 and 13).

Although the historic light standards are well distributed throughout the park, the lighting in the park is considered to be generally dim, causing concern for safety in park at night. The conservatory is not illuminated at night, resulting in a dark and foreboding central area within the park.

The remainder of the park is primarily in a grassed condition with a large number of mature trees spread throughout the park. A fountain, known as the Jarvis Street Fountain, is located to the west of the fenced-off service yard facing Jarvis Street. The statue of Robbie Burns is located at the east end of an axial projection from the Palm House, adjacent to Sherbourne Street (see Figure No. 14). Benches and picnic tables are distributed throughout the site, however, many of these are moved around the park to locations desired by daily users.

Hard-surfaced pathways are located throughout the park. The major pedestrian corridor leading from Homewood Avenue to Pembroke Street (see Figure No. 15) is also used extensively by Police vehicles supervising the park. Police vehicles have also been observed using this pedestrian corridor as a convenient short-cut as they cruise the area, but also as a route during an emergency. The use of this pedestrian corridor as a short-cut for police vehicles, especially at high speed, is undesirable and detracts substantially from the safety of the pathway as a major pedestrian spine through the park.

Programmed activities in the park are limited to occasional music festivals held weekly between the end of June to the middle of August, weekly outdoor religious services, and the occasional organized event. Activities permitted in the conservatory include wedding photography, tours and occasional motion picture filming.

FIGURE 5

Access for the disabled and bus tours is via the ramped rear door leading to the tropical greenhouse and staff offices.

FIGURE 6

Pathways throughout the conservatory are extemely narrow and ramps are dangerously steep.

FIGURE 7

Parking spaces for automobiles and service vehicles available to staff and visiting public. Bus parking and manoeuvring is nearly impossible.

FIGURE 8

Storage of soils, waste and park-related equipment in the service yard.

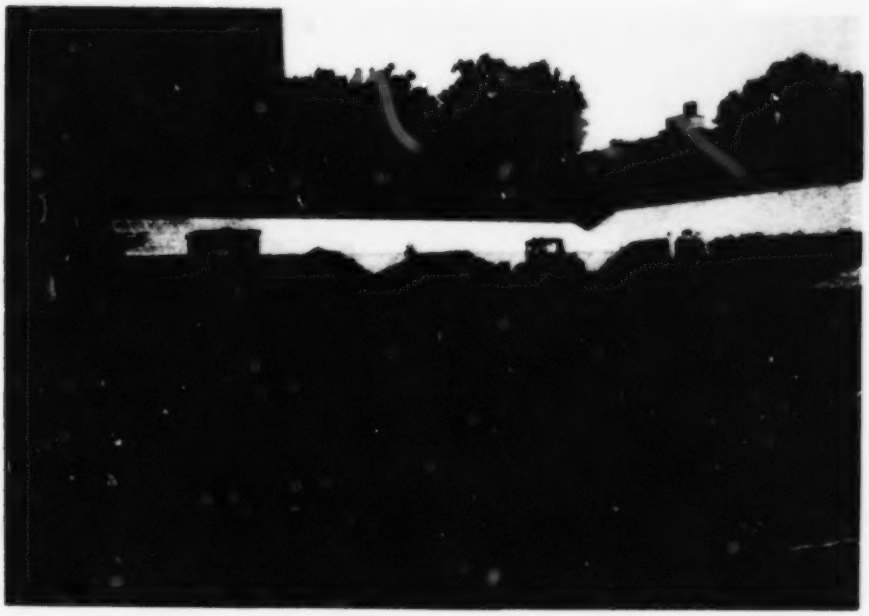


FIGURE 9

Service yard; looking north.

FIGURE 10

Inadequate potting room facilities at Allan Gardens.

FIGURE 11

The wading pool and playground are seldom used.

FIGURE 12

Overgrown landscaping surrounding the conservatory.

FIGURE 13

Landscaping on the east side of the greenhouses.

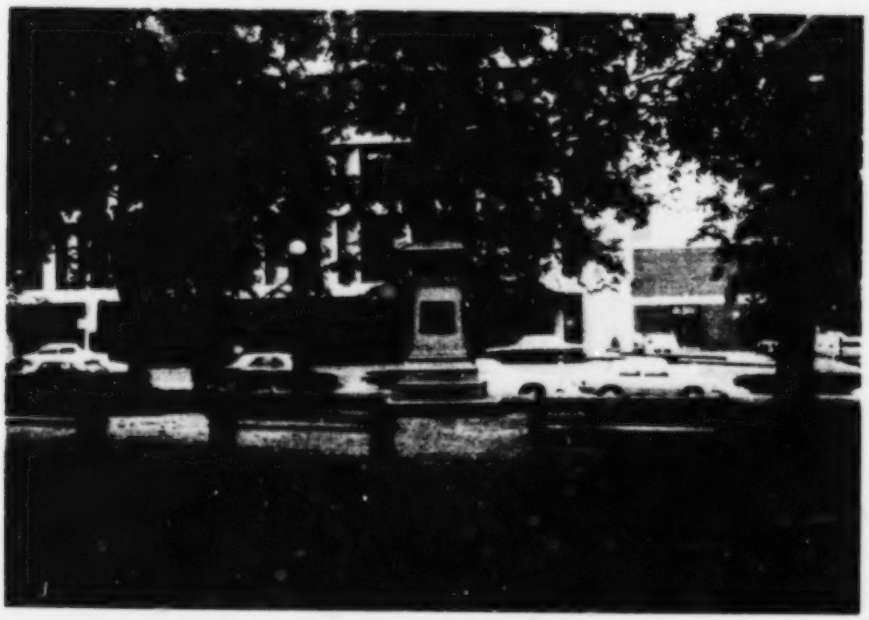


FIGURE 14

Statue of Robbie Burns at the east end of Allan Gardens.

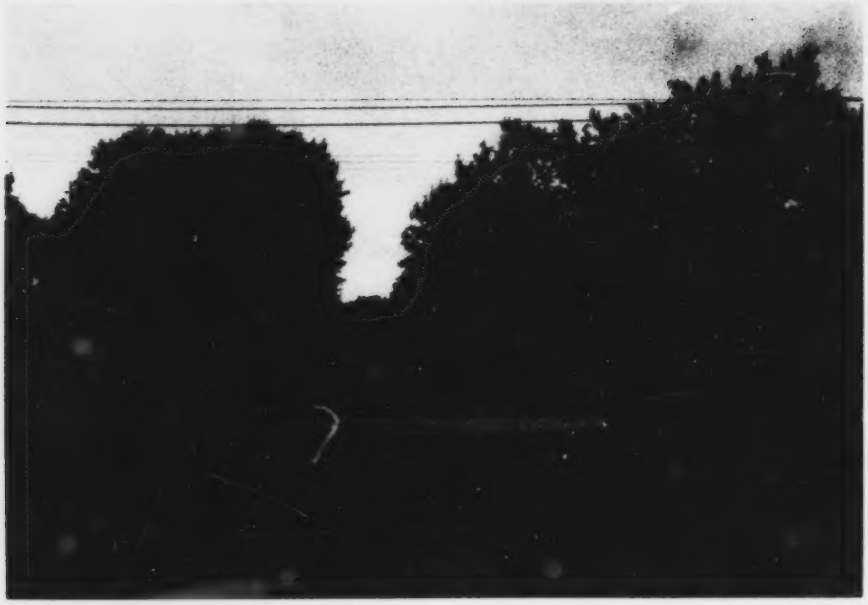


FIGURE 15

The major pedestrian corridor through Allan Gardens, leading from Homewood Avenue at Carlton to Pembroke Street at Gerrard.

FIGURE 16

Horticultural Street (off Gerrard Street).

1.4 Revitalization Programme Objectives

The grounds and conservatory experience problems stemming from the predominant daily users of the park. This includes problems related to vandalism, intimidation, and general image problems. People have indicated to conservatory staff and at recent meetings that they tend to avoid the park because they feel uncomfortable about some of the people who frequent the space. The primary objective of the revitalization programme for Allan Gardens is to make the park attractive to a wide variety of users while still providing the disadvantaged with opportunities for continued use of the park facilities. An integrative approach to planning for the park and new conservatory-related facilities must recognize the continued use of the park by all groups of users.

As discussed in Section 1.3 of this report, the Conservatory and staff facilities are in great need of improvement. The grounds, landscaping and pathways are also in need of improvement and rationalization. The facilities are generally cramped and staff and storage areas are inadequate and inefficient. Existing opportunities for visitors are limited with respect to refreshments, educational programmes and other botanical-related activities. Accordingly, another objective of the revitalization programme is to improve the physical plant and make the grounds and conservatory safe, comfortable and attractive for a broad range of users, while respecting the historical qualities of the Palm House and the grounds.

According to a recent pilot survey undertaken by my Department to investigate community perceptions of the City's Parks and Recreation facilities, 54% of the respondents in the Parkdale survey visited Allan Gardens. This represents the highest response rate by those interviewed. In fact, according to the Metropolitan Toronto Convention and Visitors Association, the conservatory at Allan Gardens is generally perceived as one of Toronto's major tourist attractions. Visitors to the conservatory are from the City as well as from other parts of the province, Canada, the United States and overseas. As such, it should reflect the needs of a City the size and reputation of Toronto. In order to revitalize the grounds and conservatory facilities, substantial funds will be required. It is my objective to seek funds from other levels of government as well as by means of other fund-raising options, including fund-raising through the private sector, in order to minimize the cost of these improvements to the City.

2.0 Revitalization Programme: Opportunities for Allan Gardens

The facilities at Allan Gardens are in great need of immediate attention as well as requiring long term improvements to meet the needs of local area users and those who come from greater distances to enjoy the park and conservatory. The following section will deal with short term improvements which I plan to undertake within the next two to three years and long term improvement possibilities for Allan Gardens which require further investigation and analysis, but which could be implemented within the next five years.

2.1 Short Term Improvements

Since undertaking the review of Allan Gardens, I have already implemented several improvements to the park and conservatory. In addition, I have added others to the 1986 Budget. For example, a uniformed security guard was hired in 1985 for off-hour security within the conservatory. Security is scheduled to be expanded somewhat this year in the conservatory. In addition, a public address system was recently installed inside the conservatory complex in order to assist in clearing the facility at closing hours or during emergencies. It will also assist in the general security of the facility.

Insufficient lighting in the park is another immediate concern which I have budgeted for in my 1986 Capital Budget. $51,425 has been budgeted for the redesign and rehabilitation of the lighting system east of the Palm House in Allan Gardens. Work on these improvements is scheduled to take place in the fall of this year. Recent meetings have taken place with the area planner, representatives of the Ward Aldermen, Metropolitan Toronto Police, service clubs, and local area groups and residents, local institutions, as well as Allan Gardens staff. The purpose of these meetings were to discuss, among other things, park use, safety, improvement possibilities and potential future use and programming of the park and conservatory. In addition, at its meeting on March 24, 1986, City Council designated the property at 160 Gerrard Street East (Allan Gardens) pursuant to Part IV of the Ontario Heritage Act, to be of architectural and historical value or interest. Similarly, I have requested steps to ensure that the site and historical Palm House be considered for Provincial and National recognition as a historical site.

Furthermore, I will be considering the implementation of the following short term improvements within the next two to three years:

(a) Stepped-up and visible security measures within the park itself in addition to the security provided within the conservatory. Safety of park users and vandalism are

major problems within the park. Community representatives at a recent public meeting indicated a desire to see more on-duty policemen, as well as specially hired off-duty policemen to patrol the park at all hours of the day and night, especially in non-winter seasons.

(b) The entire lighting system within the park and the conservatory will be reviewed and changes implemented which not only would ensure safety in the park, but would also add considerably to its image and attract greater numbers of users to the park and conservatory. Lighting the historic Palm House at night would be attractive and enhance the park and historic building considerably. In this review I will endeavour to ensure that the historic lights are retained throughout the park.

(c) I propose to undertake a comprehensive investigation of the layout and design of the existing landscaping within the park. Interim improvements will be sought which will help in improving surveillance within the park. It is also necessary since much of the landscaping is overgrown and may be considered inappropriate. In reviewing the layout of the park, I will be investigating the original design in an attempt to restore, wherever possible, the historical elements of the park in relation to the historic Palm House. In the case of the Poplar trees facing Jarvis Street, they tend to hide the conservatory from potential visitors to the facility, while not effectively screening the service, storage and parking areas to the west of the conservatory for which they were originally installed. Accordingly, I will investigate and implement ways in which the historic Palm House could become more visually accessible from Jarvis Street while ensuring that the storage and parking areas are effectively screened.

(d) I proposed to undertake the review and installation of a comprehensive signage system for the major entrances to the park and within the conservatory. This will assist in describing the park's attributes as well as means of ingress and egress for pedestrians and vehicles. I will also be investigating ways in which major transit stops could incorporate Allan Gardens as part of their signage and information system.

(e) I will be investigating and implementing, wherever possible, expanded opportunities for programming of park use including possibilities for organized recreational events, civic functions, art and heritage programming and other possibilities of a social and cultural nature within the park. This includes an expanded concert

series, Art in the Park, Theatre in the Park, art and craft shows, use of the park for day camp activities in the summer, and the use of the park as an annual winter ice sculpture park. New opportunities to expand permit activities within the park will add to the diversity of users of the park. I will also be considering special programmes for seniors and the disabled.

(f) I will be investigating and implementing, wherever possible, opportunities for programming of the conservatory facilities, including implementation of self-guided and organized tours of the facilities, organized instruction in horticulture, botanics and the arts with the Board of Education and higher centres of learning, utilizing the existing facilities. This programme, while small at first, could develop into an integral part of any long term expansion plans for Allan Gardens. The addition of tour groups and a regular student population will improve upon the variety and numbers of clientele using the grounds.

(g) I will be considering the incorporation of a small cafe-refreshment concession within the park or as part of the conservatory area. Users currently visiting the conservatory would be encouraged to remain within the conservatory and park area. Instead, visitors now leave the park for refreshments.

(h) I will be investigating the possibility of providing adequate drop-off facilities for buses. While scarce parkland should not be used to accommodate parking and loading for buses, Gerrard Street and/or Horticultural Street will be investigated as possible means of accommodating buses.

(i) I will be considering a marketing program for Allan Gardens, including promotional projects and advertisements, informational literature, tours, information officers, and free plant diagnosis ("Plant Doctor Service").

(j) I will be reviewing the hours of operation of the facility, especially during peak visitor periods, and the hours in which the public washroom facilities are available to the public, in order to provide an improved service to the public as well as improve the level of security within the conservatory.

k) Other routine miscellaneous and temporary improvements to the conservatory and staff facilities will be implemented, as necessary, until major rehabilitation and expansion of the existing facilities can commence.

In order to evaluate the existing use of the park and potential users in any long term strategy for the conservatory and park area, a user-survey of Allan Gardens is currently underway. The goal of the study is to identify factors which contribute to the success or failure of the park and conservatory. The survey will analyze patterns of use, assess user perceptions of the park and conservatory and evaluate site and surrounding land use characteristics.

2.2 Long Term Improvements

Long Term improvements, phased over the next 2-5 years, should be investigated further and respond to the perceived need of a major state-of-the-art horticultural facility within the City's central area as well as the need to improve upon the image and useability of the park for a broader range of users than currently exists today.

Accordingly, the following are broad terms of reference for further study:

(a) The extent of the physical deterioration of the conservatory and grounds should be investigated.

(b) Future requirements should be developed in order to update the existing facilities, including mechanical, heating, electrical, fumigation and fertilization requirements.

(c) The study should investigate the extent and appropriateness to which the perceived needs of potential users of an improved park and state-of-the-art conservatory could be accommodated within Allan Gardens.

(d) The existing design and layout of the conservatory and associated grounds should be investigated in relation to redevelopment and renovation of the conservatory.

(e) The needs of staff, maintenance and storage requirements for an expanded facility should be reviewed.

(f) The viability, costs and appropriateness associated with developing a world-class conservatory should be investigated including:

- A significant multi-use facility for civic functions, ceremonies, concerts, lectures, floral and art displays, conferences, classes, banquets, weddings, art festivals, performances of the visual and creative arts and other activities which would

attract a broad range of users on a daily basis, year-round;

- A year-round open or climate-controlled special feature courtyard offering a variety of uses and displays including the possibility of a restaurant use;

- Efficient servicing and storage facilities;

- Underground parking facilities for visitors, the handicapped, and staff requirements as well as underground or street related drop-off and/or parking facilities for buses.

- Facilities for the elderly, the disabled, and the disadvantaged;

- Incorporating an interpretive centre as the major entry off Jarvis Street to include displays, information panels, seating areas for small group lectures and assembly, films, a gift shop, botanical and horticultural reference library, museum facilities, washroom facilities, cloak room and general lobby space;

- Public Library facilities;

- Potential purchase of Larry's Hideaway for re-use as part of the conservatory's multi-use and interpretive facilities or as a use compatible with the park.

- Expanded greenhouse facilities for new theme presentations, classrooms, laboratory facilities, holding houses and potting facilities;

- New staff facilities including showers, lunch rooms, lockers, mud rooms, reference library and office facilities;

- State-of-the-art technology for automatic shading, ventilation, irrigation, fertilization and fumigation, computerized inventory, and other state-of-the-art facilities such as a small weather station and solar panels for heating and cooling capabilities;

- Community related facilities including meeting rooms, out-reach facilities, day care possibilities, service club headquarters, heritage group

headquarters, arts umbrella organizations, and extension services offices;

- Long Term improvements to the conservatory will also necessitate the need to investigate the landscaping and access requirements of the entire park; and

- The desirability of using some park space to build a structure to accommodate these potential improvements.

(g) The potential impact of these improvements on the areas surrounding the park, including impact on planning issues in the surrounding areas.

(h) The role and impact of future redevelopment in the neighbouring area should be investigated with regard to its potential in improving use and casual surveillance of the park.

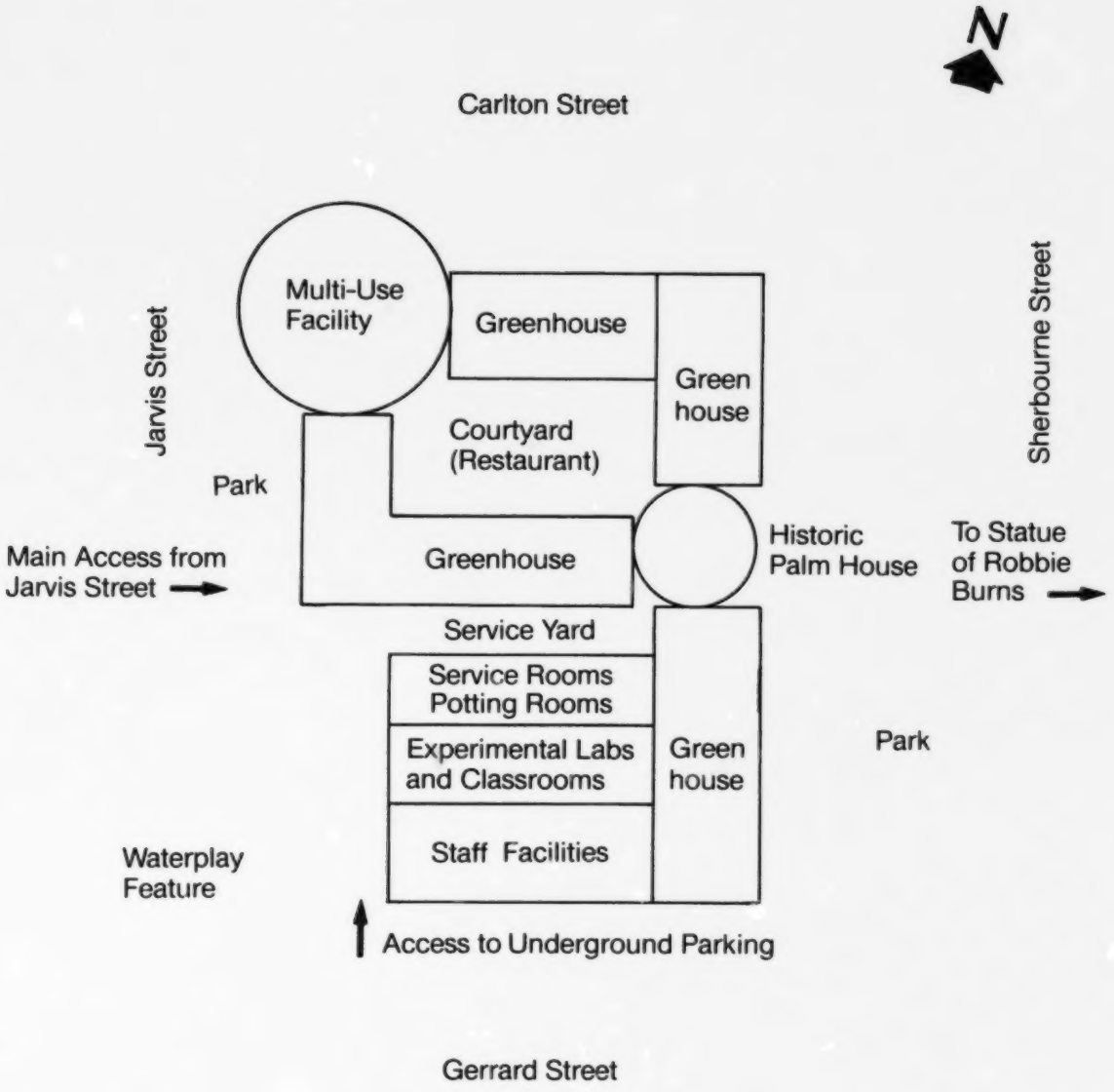


FIGURE 17

A potential conceptual layout for the possible renovation and expansion of the Conservatory facilities.

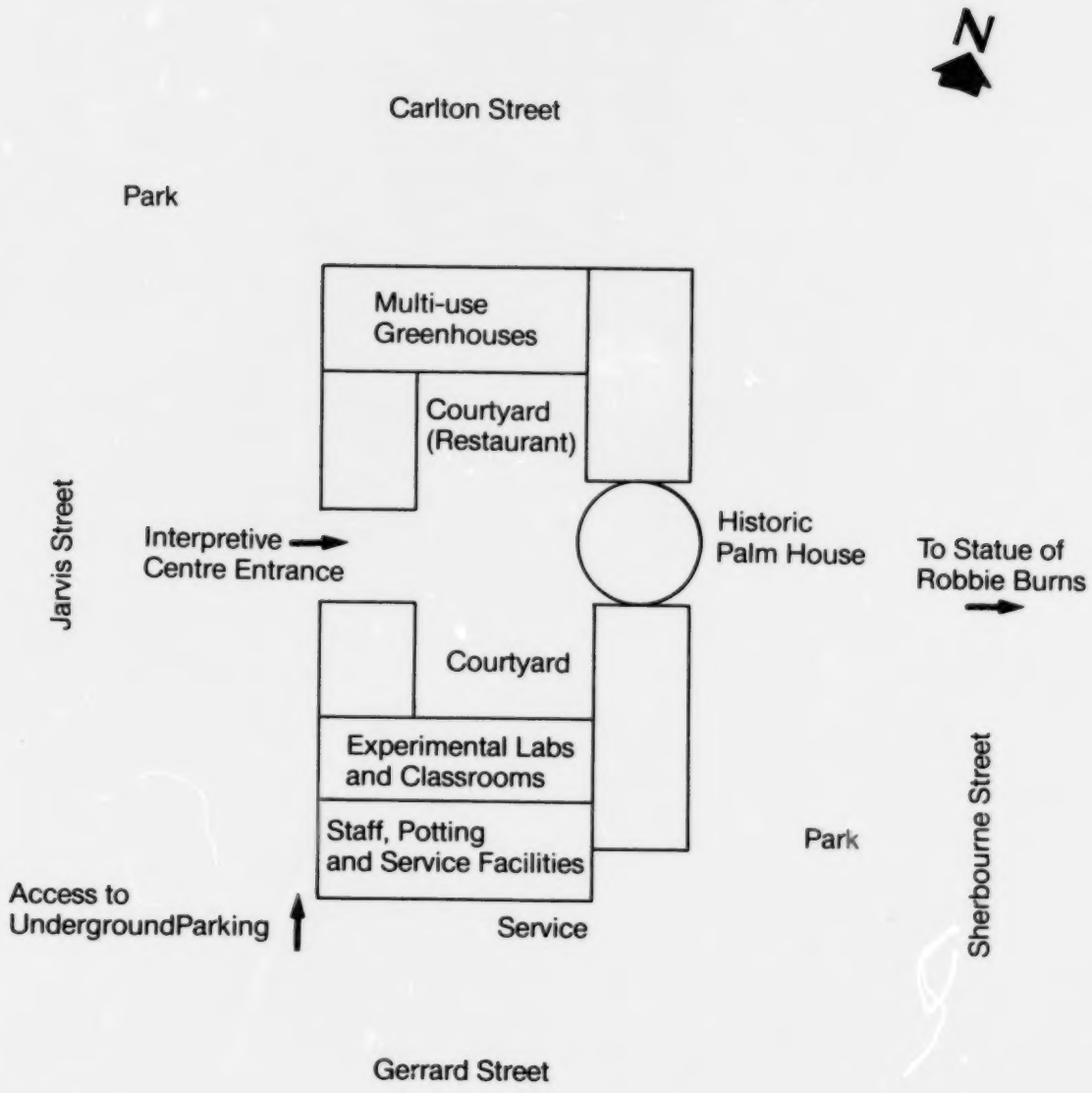


FIGURE 18

A second potential alternative conceptual layout for the possible renovation and expansion of the Conservatory facilities.

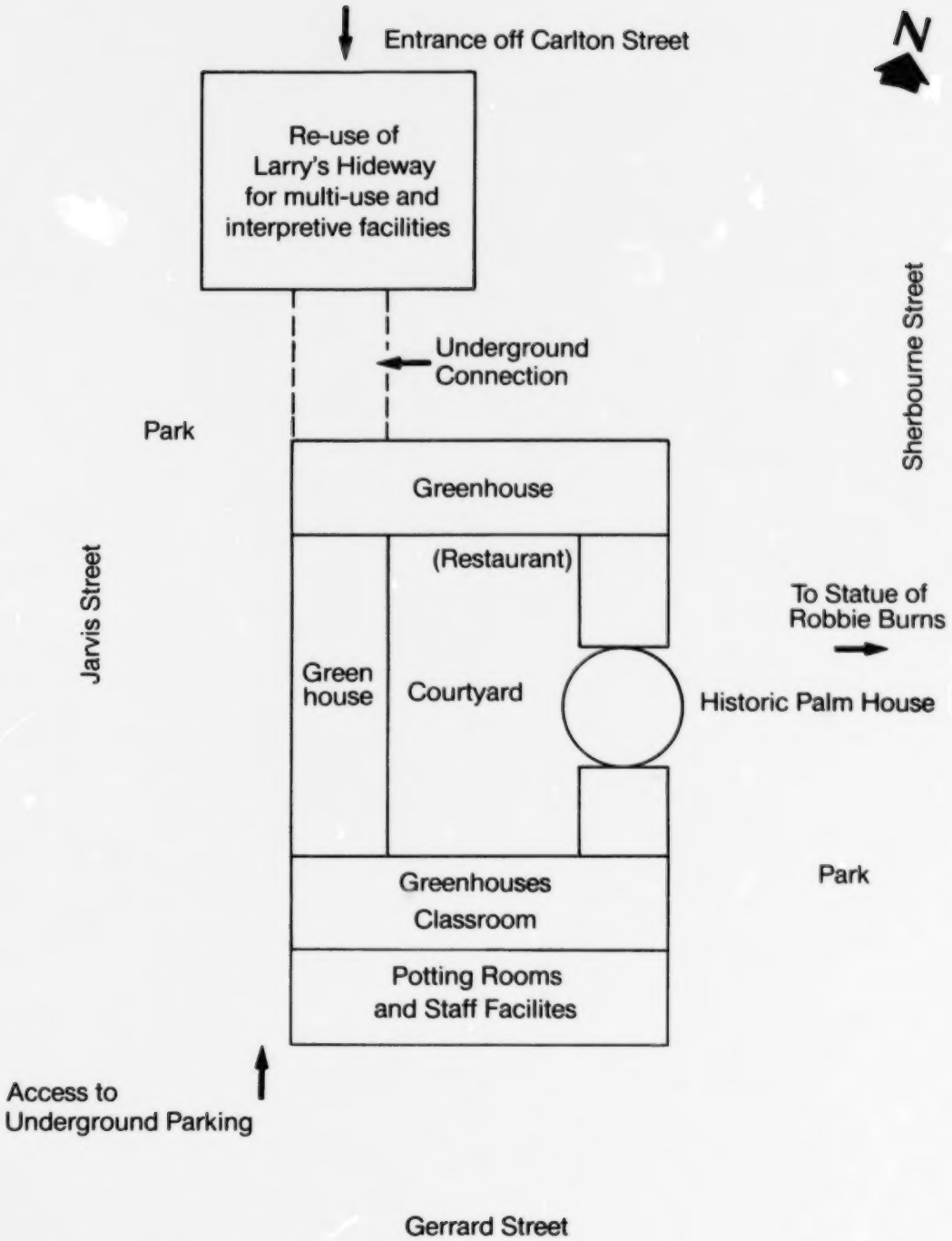


FIGURE 19

A third potential alternative conceptual layout for the possible renovaton and expansion of the Conservatory facilities.

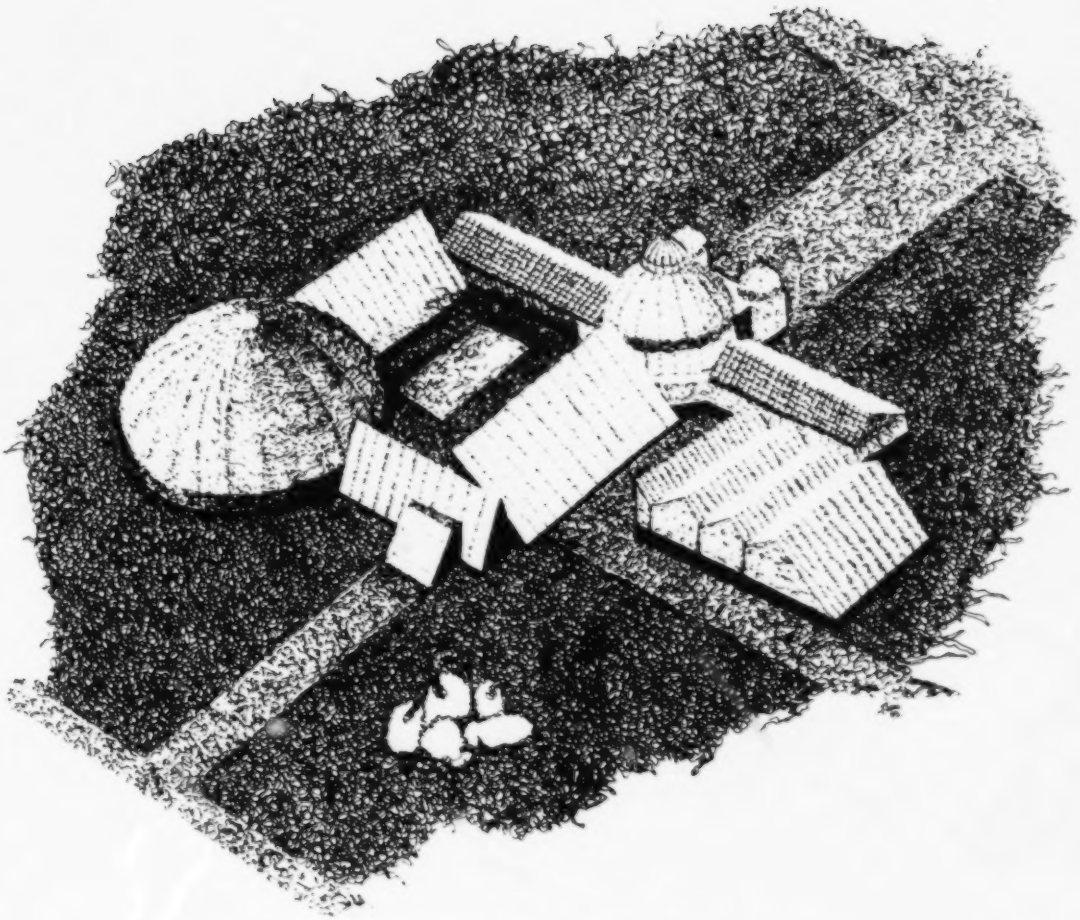


FIGURE 20

Artist's rendering of one of the many possibilities for an expanded Allan Gardens

3.0 Funding Options

The Multi-million dollar improvements to Allan Gardens and expansion of the conservatory to a state-of-the-art facility will require substantial funding from all sectors of government as well as the private sector. A summary of funding sources is appended to this report. In addition to Municipal funds, it is anticipated that funding would be sought through:

(i) Provincial Ministries such as the Ministry of Citizenship and Culture, (Community Facilities Improvement Program), Ministry of Tourism and Recreation (Study Assistance Program), Municipal Affairs and Housing (Social and Recreational Facilities Programme), and the Ontario Heritage Foundation, among others;

(ii) The National Sites and Monuments Board, concurrent with an application to designate Allan Gardens and the Palm House as a National Historic Site;

(iii) Possible use of levies authorized in Section 41 of the Planning Act;

(iv) Possible use of new additional revenue sources being considered by Council's Special Committee on Tourism and the Arts.

(v) Potential funds achieved from the sale of the Langstaff Farm and Concorde lands; and

(vi) Private sector fund raising primarily by means of a potential development board such as an "Allan Gardens Society" or through the auspices of an independent foundation with an interest in Allan Gardens.

4.0 Consulting Studies

As described in Section 2 of the revitalization programme for Allan Gardens, routine technical consulting studies are necessary for detailed review of the structural, mechanical, electrical, irrigation, fertilization, and fumigation requirements for the existing and possible future needs of an expanded Allan Gardens. In addition, special planning and feasibility studies are necessary to determine the viability and costs of renovations and additions as well as review the overall feasibility and appropriateness of the proposed new facility including: the feasibility of an expanded programme for Allan Gardens and the conservatory; potential users and the impact on current users; potential impact on adjacent land uses; impact of potential changes in adjacent land uses on the park and its existing and potential users; tourism potential and marketing of the facility; construction and landscaping costs of a potential world-class multi-use, horticultural facility and grounds; and the organization of a detailed work programme and fund raising programme. I have set aside $18,000 in my 1986 Capital Budget to hire consultants for part of the study of Allan Gardens. The total cost for a comprehensive planning and feasibility study is estimated at $50,000.00. I am in the process of making applications to various Provincial Ministries for financial assistance in undertaking the studies, and for future associated investigations. The Ministry of Citizenship and Culture and/or the Ministry of Tourism and Recreation will consider funding up to 50% of eligible expenses for planning and feasibility studies. I recommend that an additional sum of $7,000.00 be added to my 1986 Capital Budget in order that the City's portion of the study will total $25,000, representing one-half of the total cost for the studies.

A user survey of Allan Gardens, administered by my Department, is currently underway. Results of the user survey and film will be made available to the consultants for consideration in preparing their reports. The user survey may influence the renovation of the conservatory and grounds as well as suggest appropriate facilities and programming for the park.

5.0 Decision Making Framework

The successful introduction of any substantial short term and long term improvement plan and programming into Allan Gardens will rely on the participation of local area interest groups as well as existing and potential users of the park and conservatory facilities. Initial exploratory meetings have already taken place with several representatives of the broader Allan Gardens community including local area residents and businesses as well as potential interest groups such as the Garden Club of Toronto. In order to ensure that proposals for short term and long term improvements and programming of the facilities have been fully evaluated, the following decision making framework is recommended.

Following the completion of the initial user survey and technical consultant studies, an area public meeting should be called to discuss the ideas of the Allan Gardens revitalization programme. A working committee should be organized following the public meeting. The purpose of the working committee would be to provide direction and support of the Allan Gardens Revitalization Plan, as well as address issues which may result from the initiation of the revitalization efforts. The working committee should comprise the following members:

(i) Representatives of local area residents, businesses, social agencies and other neighbouring land users;

(ii) Representatives from interest groups such as the Garden Club of Toronto, service clubs, and arts and theatre organizations;

(iii) Representatives from educational institutions such as Ryerson, George Brown and the Toronto Board of Education;

(iv) City Hall representatives including Ward Alderman, Ward Councillor, area planners, appropriate Parks and Recreation representatives and other departmental support staff as may be deemed necessary from time to time;

(v) Representatives from the Toronto Historical Board; and

(vi) Allan Gardens staff.

The working committee should be sanctioned by the Neighbourhoods Committee. The results of the working committee and associated consultants' reports should lead to the development of a complete set of Terms of Reference for (i) an open or limited competition for the conservatory and grounds; and (ii) the organization of an independent Horticultural Foundation to assist in the development and

continued support of the Allan Gardens Conservatory and grounds.

In addition, efforts should be made to discuss the proposals of the revitalization plan with users of the park who would not likely attend a public meeting nor participate in a working committee format in order to seek out their needs. These groups should be identified and alternative ways of meeting with them should be arranged.

Recommendations

1. That the approach as outlined in this report respecting the Allan Gardens Revitalization Programme be endorsed by your Committee;

2. That I be requested to invite proposals for planning and feasibility studies of Allan Gardens as outlined in the report;

3. That your Committee recommend to City Council, authorization of a sum of $7,000.00, in addition to the $18,000.00 already approved within my 1986 Capital Budget, in order to undertake the planning and feasibility studies recommended in Recommendation No. 2.

4. That a public meeting be called in association with the area planner, Ward Alderman, and Ward Councillor, to discuss possible improvement plans and programming for the conservatory and grounds;

5. That a working committee be established and sanctioned by your committee to assist in the review and evaluation of the Allan Gardens Revitalization Programme as well as deal with other issues arising from the initiation of the Revitalization Programme.

6. That existing and potential user groups who may not normally participate in the public meeting or working committee process be identified and alternative ways of seeking out their responses to proposals for Allan Gardens be arranged.

7. That I be requested to report back to your Committee from time to time as necessary on the implementation and detailed costs of the Allan Gardens Revitalization Programme.

8. That this report be referred to the Management Services Department for consideration as a special project priority item for which part of the proceeds of the sale of the Langstaff Farm and Concord Lands could be applied.

Appendix A

FUND RAISING OPTIONS: ALLAN GARDENS REVITALIZATION PROGRAMME

The folloiwng funding options are available to be pursued for the Allan Gardens Revitalization Programme:

1. The Ontario Government through the Ministry of Citizenship and Culture: Community Facilities Improvement Programme (C.F.I.P.).

   Criteria

   (i) Municipalities are eligible.

   (ii) Facility has been in City's ownership for 20 years. (Note: Toronto Horticultural Society conveyed the lands to the City in 1888).

   (iii) Funds to be used for:

   (a) construction of new facilities and additions to existing facilities;

   (b) alterations or renovations to existing facilities including retrofitting;

   (c) conservation of Heritage Structures;

   (d) feasibility studies to determine viability of renovations and additions, and overall feasibility; and

   (e) special amenities to improve accessibility for disabled persons.

   (iv) Funding Formula:

   - Up to 1/3 of eligible costs may be provided for the construction of new facilities.

   - Up to 1/2 of eligible costs for retrofitting, other alterations and renovations, special amenities for the disabled, heritage conservation and feasibility studies.

   (v) Feasibility: The intention of the C.F.I.P. is to share in projects which are financially viable. The

City will be asked to demonstrate that all funds necessary to complete the project will be available. "Piggy-backing" funds are possible. These include:

(a) the City's own resources;

(b) private fund raising or cash donations;

(c) other levels of government; and

(d) donated labour and materials.

(vi) Capital projects are assessed on the following basis:

(a) degree to which the need for the project can be demonstrated;

(b) degree to which the proposal is consistent with Municipal objectives and priorities;

(c) has local community support;

(d) degree to which the proposal creates opportunities for other organizations to participate; and

(e) economic impact including effect on employment during construction.

(vii) 5% of the grant is paid during construction; 15% is provided as a final payment upon final review of the total project.

(viii) Application by the City to the Ministry through C.F.I.P. will initiate selection process for the grant. Large requests (i.e., $3 - $5 Million) would have to go before Cabinet and possibly the funds would be directed or phased through a number of Ministries (i.e., Ministry of Citizenship and Culture via C.F.I.P., Ministry of Municipal Affairs and Housing, Ministry of Education, Ministry of Tourism and Recreation, Ministry of Agriculture and Food and Ministry of Natural Resources). It will likely mean that high profiled private sector representatives and the Mayor would have to lobby the Province of Ontario in order to ensure the Province's commitment to the project.

2. The Ontario Government through the Ministry of Citizenship and Culture: Wintario Programme Grants

Note: The Municipality is ineligible for most of these grants although a non-profit organization potentially associated with the future facility may apply.

Criteria:

(i) Art in Public Places/Art Acquisitions of major works of Canadian Art accessible to the general public through a permanent display. Grants are up to 50% of the approved cost of the purchase or commission to a maximum of $15,000.00 including installation. Another 50% of the jury and competition costs, to a maximum of $500.00 is available.

(ii) Organizational Development Grants up to 2/3 of eligible costs for management or marketing studies to a maximum of $25,000.00 is available to assist in the development of fund raising initiatives and allocation of human and economic resources to services and projects that meet community needs.

3. The Ontario Development Corporation: Tourism Redevelopment Incentive Program

Essentially a loan guarantee program for tourism operators, eligibility may be available to any "tourist attraction of benefit to tourism" with the purpose to assist in costs of renovating or expanding existing facilities or the provision of new facilities. The Municipality may not be eligible, however a development board or non-profit agency associated with the potential new facility may be eligible.

Application Deadline: December 31, 1986.

4. The Ministry of Tourism and Recreation: Feasibilitiy Studies Assistance Program

Municipalities are eligible for assistance (ranging in the order of approximately $25,000.00) for costs associated with conducting market and feasibility studies.

5. Ministry of Municipal Affairs and Housing Assistance for Social and Recreational Facilities

Capital cost assistance is available for the demolition, construction of new buildings, improvement and repair of existing buildings, and for facilities for playgrounds, tot lots, parks, wading pools, skating facilities, community centres, day care centres, clinics, drop-in centres, libraries, senior citizen facilities, and youth facilities. Cost assistance is also available for the preparation of

detailed architectural design plans and working drawings related to project implementation.

6. Ministry of Municipal Affairs and Housing: Community Planning Study Grants

   Municipalities are eligible for grants up to $35,000.00, representing 50 % of approved costs, to undertake studies which resolve local community planning issues. While site specific development issues are not eligible, studies which look at community improvement policies, financial implications of planning decisions and other land use related issues. The Allan Gardens study would investigate these broader issues as well since its impact on surrounding land uses and users are anticipated to be far reaching.

7. Ontario Heritage Foundation: Heritage Conservation Grants (Architectural Conservation Section of the Ministry of Culture and Recreation)

   Municipalities are eligible for assistance towards the conservation, protection and preservation of areas, properties, buildings and sites of heritage value. In addition to feasibility study assistance and building grants, there is also funding available to non-profit groups which may be associated with Allan Gardens for heritage and multicultural participation related to the historical site and Palm House. These include acquisition of artifacts for collections and maintenance of museum facilities (i.e. museum-related items respecting the life and times of George William Allan and the architect Robert McCallum, resource material and equipment, publication grants, erection of plaques, organizational development grants, and the assistance to non-profit groups with the staging of special exhibits and events or festivals promoting wide public appreciation of Ontario's heritage. These are consistent with the objectives of providing a broader mix of activities and interest in the site, especially since it involves the heritage aspects of the park and Palm House.

8. Ministry of Citizenship and Culture: Festival Ontario

   Assistance to organizers of community events and festivals with an emphasis on art, history exhibits and other cultural resources from participating agencies such as the AGO, ROM, Royal Botanical Gardens, Ontario Science Centres, McMichael Canadian Collection, Archives of Ontario, Ontario Film Institute and Heritage Ontario. This asistance will help in staging events and displays for the short term and long term programming improvements to Allan Gardens.

9. Ministry of Citizenship and Culture: Arts Services Organization Support Program

   Assistance to non-profit arts umbrella organizations with basic operating costs.

10. Ministry of Citizenship and Culture: Outreach Ontario

    Assists in decentralizing the cultural resources of Ontario by encouraging institutions to diversify their programmes and expand their extension services throughout Ontario. For example, the program assisted the Royal Botanical Gardens to develop its own special extension services to meet local community requests and province-wide participation. Allan Gardens could become a participating institution of this magnitude which would provide diversity in its programming and attract greater attention to the site and facility.

11. Ministry of Citizenship and Culture Community Recreation Programs

    Municipalities are eligible for assistance for salaries, maintenance and operating costs of recreational programs.

    The Ministry also has a Capital Support Unit which provides assistance toward the erection, extension and renovation of community recreation centres, including community halls, outdoor multiple recreational activities, outdoor skating facilities and a cultural centre (i.e. auditorium, art gallery and facilities for performance of visual and creative arts). This assistance is limited to 25% of the approved costs up to $25,000.00 plus additional special assistance for facilities for the handicapped that go beyond the requirements of the Building Code Act.

12. Ministry of Citizenship and Culture: Ontario Arts Council

    The Ontario Arts Council is an independent agency funded by the Ontario Government through the Ministry of Citizenship and Culture. The Arts Council makes grants available to professional artists and arts organizations. While the Municipality itself is ineligible, any arts organization which is associated with Allan Gardens could seek assistance from them. Grants are available to community arts councils for special projects, native arts, arts festivals, arts and craft organizations, workshops, visual arts, art centres administration costs, folk and multicultural arts, local arts groups, non-profit professional dance companies, music organizations and theatre companies.

13. Ministry of Citizenship and Culture: Libraries and Community Information Branch

Aids public library boards in the cost of library operation.

14. Federal assistance in programs for employment may be available, if continued, in a number of formats, several of which aim to assist in employment opportunities for the disadvantaged such as Job Corps, Career Access, the Skills Growth Fund, Training on the Job Program, the Skill Investment Program, Job Entry Program, Job Development Program and Skills Shortages Program, administered by Employment and Immigration Canada.

15. The Canada Council offers grants and services to professional artists and arts organizations in the fields of dance, music, theatre, visual arts and media arts.

16. Supply and Services Canada administers a Public Awareness Program for Science and Technology whose aims are to increase public awareness and interest of scientific and technological achievements and potential (especially those of Canadian origin or application) and to improve communications between scientists and non-scientists. The natural sciences, social sciences, engineering and health sciences are all eligible for programming assistance. In the case of Allan Gardens, all of these are potentially part of an expanded program and facility. Non-profit organizations, associations, societies, producers of unique exhibits, seminars, workshops and popular science activities, potentially associated with Allan Gardens, are eligble.

17. The Federal Government through the National Sites and Monuments Board

    Possible funding for heritage purposes after designation as a National Site/Monument.

    (a) City Council designated the site and Palm House as historic and of architectural interest.

    (b) Toronto Historical Board and/or City Council can request the National Sites and Monuments Board to designate Allan Gardens and the Palm House as a National Historic Site. This designation will give the site greater exposure, prominence, and credibility in fund raising.

18. The City of Toronto through consideration of the use of levies authorized in Section 41 of the Planning Act:

    (i) The Planning Act 1983 provides that Section 41 levies be used for park or other public recreational purposes.

(ii) A levy is a one-time charge imposed on a property owner developing or redeveloping land (i.e., similar to a building permit fee).

(iii) Commercial (and industrial) developments were recently made subject to the levy power at a maximum rate of 2% of the land value.

(iv) Residential developments can consist of cash or land having equivalent value, at the Municipality's discretion, and at a maximum rate set at 5%. A residential levy is currently not considered by Council since it may discourage much needed housing development, especially assisted housing in the City. Similarly, Council is reluctant to include an industrial development levy.

(v) Priority for eventual funds to be allocated to Allan Gardens and other parks related project.

19. The City of Toronto through potential funds achieved by the sale of the Langstaff and/or Concorde lands.

(i) Estimated sale of lands in excess of $50 Million with priorities for housing and economic development (i.e., land banking).

(ii) Some of the funds could be channelled to Allan Gardens in addition to existing requests re Langstaff relocation and High Park Greenhouse improvements.

(iii) Consideration should be given for funds from sale of Langstaff and/or Concorde for the Allan Gardens Revitalization Programme.

20. The City of Toronto through the possible use of new additional revenue sources being considered by Council's Special Committee on Tourism and the Arts.

21. Fund Raising through Private Sector/Corporations

- Service Clubs
- Existing and/or Potential Foundation or Society
- Creation of a Development Board